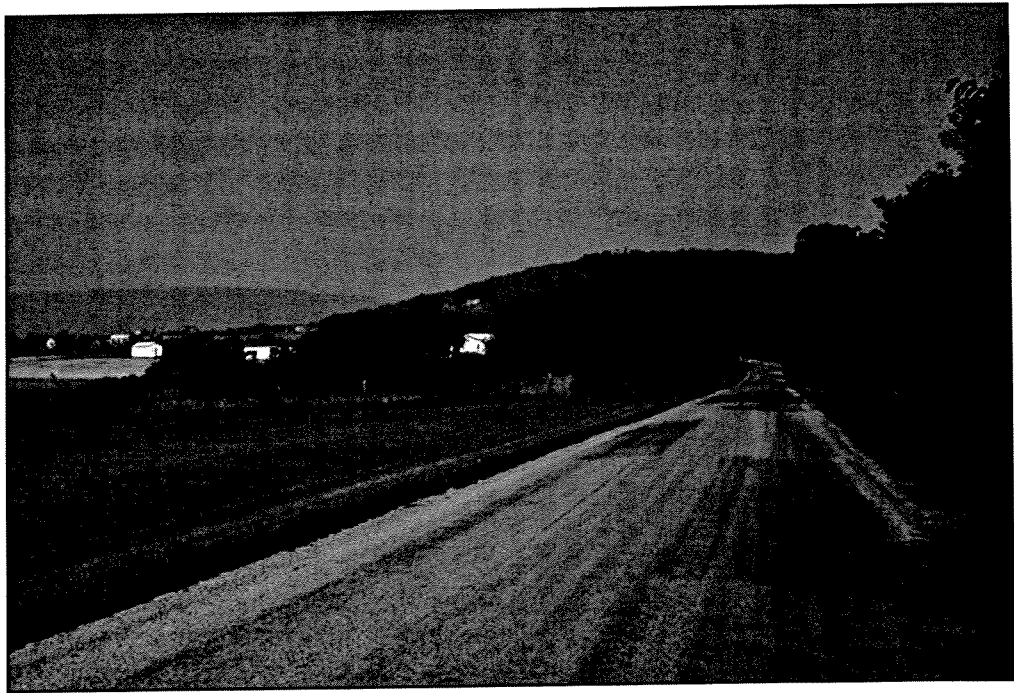


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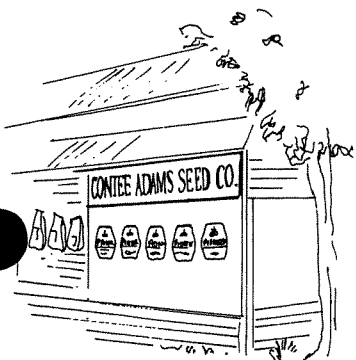
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Implementation



The *Purcellville Urban Growth Area Management Plan* sets the basic framework for development in the UGA. Actual implementation of the plan will be carried out over a number of years as individual landowners seek to develop their property. The Town and the County will review these development proposals to determine how well the proposals fulfill the mission, goals, and policies of this plan. For the Plan to be effective it must be used in the day to day decision-making process of both Town and County officials. The Plan must also be evaluated periodically, as recommended in the joint annexation agreement (every five years), to ensure that it continues to meet the needs of the community.

The implementation policies of the plan include recommended phasing guidelines to be implemented upon completion of the Town's Sewer and Water Master Plan and a set of proffer guidelines for use in the uniform evaluation of rezoning applications. Also included is a summary of the joint annexation agreement that appears in full in Appendix A. This agreement, which is an integral part of the implementation of this plan, sets out how the PUGAMP will be administered, how land development applications will be handled, and how the Town and County will jointly work to guide growth and development in the UGA.



A. Phasing

The desire for orderly development and development at a pace that would not overwhelm the existing Town of Purcellville was expressed throughout the PUGAMP plan process. In an effort to provide guidance for future development in the UGA, and to assure that future development can be adequately served by utilities, the PUGAMP includes the following phasing guidelines to be implemented upon completion of the Town's Sewer and Water Master Plan.

Phasing Guidelines

1. A series of phasing policies for the Purcellville Urban Growth Area will be established following completion of the Sewer and Water Master Plan. Ultimate densities for the UGA will also be established once the Sewer and Water Master Plan is complete.
2. The future phasing policies will include a preferred development plan for the next 10 years which identifies preferred development areas based on the following objectives:
 - a. Encouraging the natural expansion of the Town in areas contiguous to the Town;
 - b. Phasing development to coincide with incremental improvements to the sewer and water system;
 - c. Providing for a transition from suburban densities within the UGA to rural densities outside the UGA.
3. The Town and the County will work jointly with the Loudoun County School Board and School Administration staff to re-evaluate school needs and preferred locations for new schools once the 10-year preferred development pattern is identified and ultimate densities are determined following completion of the Sewer and Water Master Plan.
4. Development in areas outside of the 10 year area may be considered by the Town and the County through a specific request of a landowner following the process outlined in policies 5 and 6, below.
5. Applications for out of phase development (development in the area outside the 10 year preferred development area) will be evaluated by the Joint UGA Policies Review Committee. The Joint UGA Committee will determine if an application to develop out of phase is to be forwarded to the Town and the County for review and processing. Applications for out of phase development will be

evaluated one time a year and accepted for review on March 1 or the first business day thereafter.

6. The Joint UGA Committee will evaluate each proposed out of phase development proposal based on the following criteria. At least one criteria must be met for the application to be forwarded to the Town and County for public hearings:

- a. Creative Idea(s):

The application shall provide a novel idea or concept of land development that was not foreseen by the PUGAMP.

- b. Oversight(s):

A property was overlooked or misinterpreted in the review and development of the PUGAMP.

- c. Change in Surrounding Land Use:

The area surrounding the property in question has changed substantially since the review and adoption of the PUGAMP.

- d. Goals:

The goals of the PUGAMP could be more effectively met or implemented if the application were to be approved.

B. Proffers

Proffers are voluntary commitments which a developer makes to the County or to the Town during the rezoning process to assist in improving the public infrastructure needed to serve new residents or users of the development. The basic premise of the proffer guidelines is that the private sector should share in the costs of capital improvements related to new growth. The proffer guidelines seek to fairly allocate the financial burdens of growth between the general public and those who will benefit directly from the improvements. The guidelines also provide a “level playing field” for the development community by assuring that proffers will be evaluated in a consistent manner.

Proffer Guidelines

(Note: For the purposes of determining which proffer policies apply, any bonus density granted to comply with the Affordable Dwelling Unit Ordinance should be excluded.)

1. To assist the County and Town in an equitable and uniform evaluation of developer proffers and other proposals for densities above 1.6 dwelling units per net acre and up to and including 2.0 units per net acre which otherwise conform with the policies of this plan, the County and Town anticipate that the developer will assist in offsetting 25% of the capital facility costs per dwelling unit and/or will participate in an open space preservation program. The developer, the Town, and the County will work together on a case by case basis to determine whether capital facilities or open space is a community priority and how assistance toward open space or capital facility improvements should be divided. Proffers (cash or in-kind contributions) for open space preservation proffers and capital facilities proffers should be equal in value so that priorities are determined by need and so that one option does not suggest a clear financial advantage over the other (See Tables 2, 3, 4, pp. 62-64).
2. For development proposals for densities above 2.0 dwelling units per net acre up to and including 3.0 units per net acre which otherwise conform with the policies of this plan, the County and Town anticipate that the developer will meet the proffer policies outlined in #1 for the units at or below 2.0 units to the acre and assist in offsetting 25% of the capital facility costs per dwelling unit for the incremental units above 2.0 dwelling units per net acre up to and including 3.0 dwelling units per acre (See Tables 2, 3, 4, pp. 62-64).
3. Development proposals for densities above 3.0 units per net acre up to and including 8.0 dwelling units per net acre, which otherwise conform to the policies of this plan may be considered by the County and Town for voluntary participation in an open space preservation program. In addition to meeting the proffer guidelines outlined in policies #1 through #2 above, for densities up to 3.0 units to the acre, the County and the Town anticipate that 25% of all units above 3.0 units to the acre will be associated with an open space preservation program and that 25% of the capital facility costs associated with all units above 3.0 units to the acre will be offset through capital facilities proffers (See Tables 2, 3, 4, pp. 62-64).
4. Development proposals for densities above 8.0 units per net acre up to and including 10 units per units per net acre, which otherwise conform to the policies of this plan may be considered by the County and the Town for voluntary participation in an open space preservation program. In addition to meeting the proffer guidelines outlined in #1 through #3 above, for densities up to 8.0 units to the acre, the County and the Town anticipate that 30% of all units above 8.0 units to the acre will be associated with an open space preservation program and that 25% of the capital facility costs associated with all units above 8.0

units to the acre will be offset through capital facilities proffers (See Tables 2, 3, 4, pp. 62-64).

5. Capital facility proffers will be evaluated according to the following criteria:
- a. Estimated capital facilities costs per unit by unit type will be calculated by a Capital Facility Intensity Factor (CIF) based on the Fiscal Impact Model for each type of development. The CIF will be calculated using the following formula:

$$\text{CIF} = (\text{Household Size} \times \text{Facility Cost Per Capita}) + (\text{Students Per Household} \times \text{School Cost per Student})$$

- b. The following definition of “Capital Facility Proffer” will be used for the purpose of evaluating proffers:

A contribution consistent with County policies and service needs, in cash or in kind (typically land), that benefits County residents at large, which is agreed to as a condition of a rezoning. To be considered a proffer based on this definition, several criteria need to be met:

- i. The facility proffered is dedicated to the County, the Town or to a local, state, federal or regional authority or otherwise satisfies a need identified in the County’s or Town’s service plan or County or Town Capital Improvement Program. Dedicating facilities for the exclusive use of subdivision or group of subdivision residents does not meet this test;
- ii. The contribution has a quantifiable value;
- iii. Land is deeded to the County, Town or to a state, federal or regional authority;
- iv. The contribution would not be required under existing statutes, or ordinances.
- v. The proffer is irrevocable; and
- vi. Transportation and road improvement proffers will not be included.

TABLE 2

Proffer Calculation Options

Density Level	O.S. Primary	C. F. Primary
0 - 1.6	None	None
1.6 - 2.0	100% o.s. for units between 1.6 - 2.0 du/ac	25% c.f. for units between 1.6 - 2.0 du/ac
2.0 - 3.0	25% o.s. for units between 2.0 - 3.0 du/ac	25% c.f. for units between 2.0 - 3.0 du/ac
3.0 - 8.0	25% o.s. for units between 3.0 - 8.0 du/ac	25% o.s. for units between 3.0 - 8.0 du/ac
8.0 - 10.0	25% o.s. for units between 8.0 - 10.0 du/ac	30% o.s. for units between 8.0 - 10.0 du/ac

Notes:

- For full explanation, refer to proffer guidelines 1 through 4 on pages 52 and 53. **O.S.** Refers to open space proffers; **C.F.** refers to capital facility proffers.
- At development densities between 1.6 and 2.0 units to the acre, open space proffers or capital facility proffers are deemed appropriate. **O.S. Primary** refers to the determination that open space proffers are deemed the priority at densities ranging from 1.6 to 2.0 units to the acre. **C.F. Primary** refers to the determination that capital facilities proffers are deemed the priority at densities ranging from 1.6 to 2.0 units to the acre.

TABLE 3

Sample Calculation @ 8.1 du/ac

Option 1: Open Space Primary

Density Level

0 - 1.6

None

None

(First 16 units not subject to proffers)

1.6 - 2.0

Next 4 units associated with open space proffers

2.0 - 3.0

Additional 10 units associated with capital facilities proffers anticipated to meet 25% of total capital facilities costs associated with these 10 units.

3.0 - 8.0

Next 50 units associated with capital facilities proffers anticipated to meet 25% of total capital facilities costs associated with these 50 units; additional open space proffers also anticipated.

25% of these 50 units, or 12 units associated with open space proffers.

8.0- 10.0

Last 5 units associated with capital facilities proffers anticipated to meet 25% of total capital facilities costs associated with these 44 units; additional open space proffers also anticipated.

30% of these 5 units, or 2 units associated with open space proffers.

Total = 65 units tied to capital facilities proffers

18 units tied to open space proffers

Notes:

1. This example assumes a 10 acre parcel at a base density of 8.1 net dwelling units to the acre, excluding affordable dwelling unit bonus of 20%; 9.7 units to the acre including affordable dwelling unit bonus.
2. In this example, open space proffers are deemed the priority from 1.6 to 2.0 units to the acre.
3. Total number of units on site is 97, with a maximum of 12 affordable units. Affordable units are not subject to proffer calculations.

TABLE 4

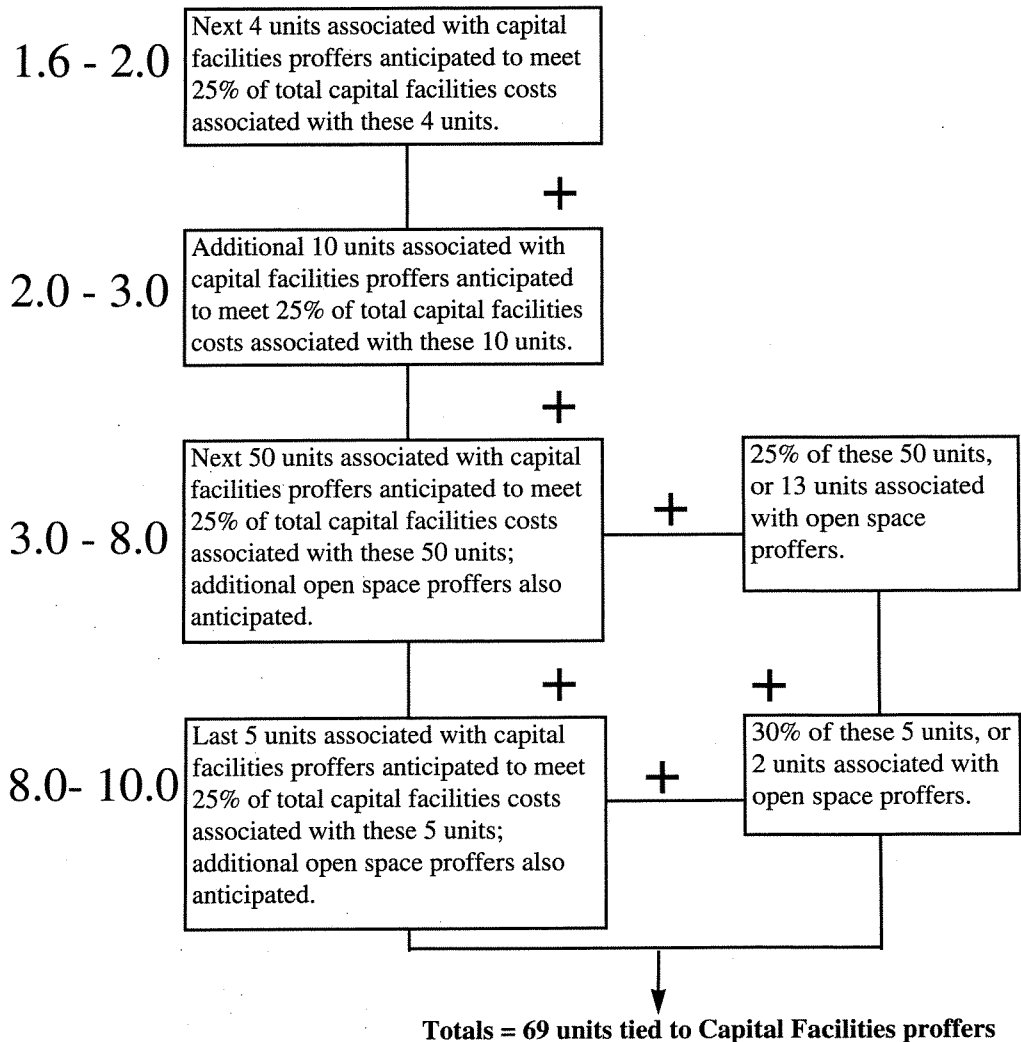
Sample Calculation @ 8.1 du/ac

Option 2: Capital Facilities Primary

Density Level

0 - 1.6 None None

(First 16 units not subject to proffers)



Notes:

1. This example assumes a 10 acre parcel at a base density of 8.1 net dwelling units to the acre, excluding affordable dwelling unit bonus of 20%; 9.7 units to the acre including affordable dwelling unit bonus.
2. In this example, capital facilities proffers are deemed the priority from 1.6 to 2.0 units to the acre.
3. Total number of units on site is 97, with a maximum of 12 affordable units. Affordable units are not subject to proffer calculations.

-
6. Proffers relating to participation in an open space program will be evaluated using the following criteria:
- a. Proffered open space must be in addition to and not including required minimum active park land, floodplain or otherwise undevelopable land;
 - b. Participation in an open space preservation program may be achieved through the transfer of off-site development rights through open space easements, preservation of on-site open space and/or cash contributions for the purchase of open space and may be accomplished through the following methods.
 1. Density may be transferred from rural areas near the Purcellville UGA, areas that are designated to serve as a greenbelt between rural and urban areas or areas that are designated as environmentally sensitive or visually significant, to appropriate urban areas provided that the new development potential does not exceed the receiving area's designated density cap. Development potential may be transferred to the Purcellville UGA from sending areas within the Upper Catoctin, Route 287 North, Route 7 West, Route 15 North, Beaverdam, or Upper Goose Creek areas (See Figure 3, **General Plan**, p. 15, inclusive of all amendments). Density from properties included on the State or National Registers of Historic Places and/or from properties within local historic districts may be transferred, without regard to Planning District boundaries, to any property qualified to receive additional density. Density credit for off-site density transfers will be calculated based on the Density Transfer Guidelines in the **General Plan**, p. 195 (or as subsequently amended);
 2. On-site density transfers from land adjacent to a floodplain, land which would assist in forming a "greenbelt" between developed and undeveloped areas, and/or land which is environmentally or visually significant will be encouraged;
 3. A per unit cash donation to the County or the Town for the purchase of passive recreational land or land which is environmentally or visually significant is an additional proffer option. The per unit cash contribution will be determined on a case by case basis.

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7. Transportation proffers shall be evaluated according to the transportation proffer guidelines of the **General Plan**, Chapter 8, p. 192 (or as subsequently amended).

C. Joint Annexation Agreement

The Town and the County adopted a Joint Annexation Agreement on May 19, 1992. Major points of the annexation agreement are outlined below. The actual annexation agreement, inclusive of all revisions to date, appears in Appendix A.

Joint Annexation Agreement Summary

1. Annexation Area

Adoption of the joint annexation agreement did not involve annexation of any land. The agreement allows for the Town to annex some, none or all of the property in the Purcellville Urban Growth Area following the effective date of the annexation agreement. No property shall be annexed by the Town in the future unless it is contiguous to the Town boundary that exists at the time of annexation.

2. Timing of Annexations

The Town has generally agreed not to annex any property until the **Purcellville Urban Growth Area Management Plan** (PUGAMP) is complete or until 18 months from the date of adoption of the agreement. However, the Town and the County may extend this timeline through mutual agreement. There is one exception to the 18 month annexation moratorium that applies to the Autumn Hill property. The Autumn Hill property is the only property that may be annexed prior to completion of the PUGAMP or before 18 months has passed. The Town has not expressed its intent to annex this property in the near term. Any actual annexation of land by the Town will involve public hearings.

3. Development in the UGA (Annexation Area)

Development in the UGA shall conform to the PUGAMP; however, if a developer seeks a rezoning prior to completion of the PUGAMP, the development must conform to the policies in the **General Plan**.

4. Joint Comprehensive Plan for UGA - PUGAMP

To refine the **General Plan** land use policies, the annexation

agreement requires that a Joint Comprehensive Plan Committee be established to prepare a land use plan for the annexation area. The annexation agreement specifies that this Joint Plan Committee be composed of 15 individuals: two members of the Town's Planning Commission, two members of the County Planning Commission, five landowners or residents of the County (no less than four from rural Loudoun County, west of Route 15) and six residents of the Town of Purcellville. The members of this Committee are to prepare a Joint Comprehensive Plan for the annexation area for review by the Town and County Planning Commissions and the Town Council and County Board of Supervisors. The PUGAMP will address issues such as land use, development densities, transportation, proffer guidelines and public utilities and facilities.

The Joint Comprehensive Plan (PUGAMP), once adopted, will be subject to periodic review by the Joint Urban Growth Area Policy Review Committee. The Joint Urban Growth Area Policy Review Committee will be composed of representatives from the Town and the County: one member of the Purcellville Town Council, one member of the Loudoun County Board of Supervisors, one member of the Town Planning Commission and one member of the County Planning Commission. The Joint Review Committee will review the Joint Comprehensive Plan every five years and provide a forum for the two jurisdictions to discuss issues relating to the Urban Growth Area.

5. Town Commitments

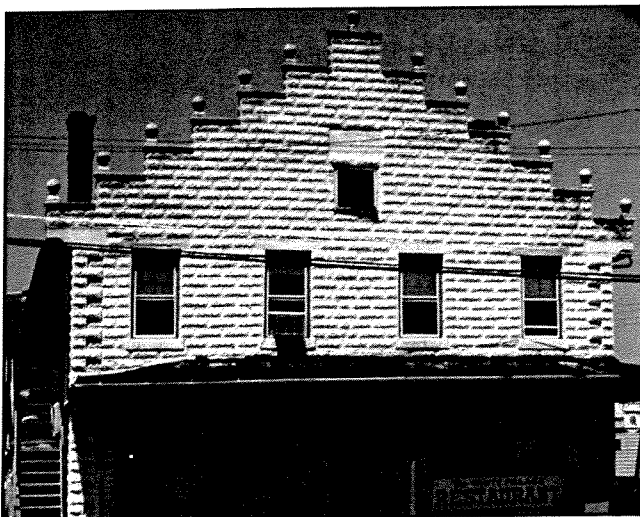
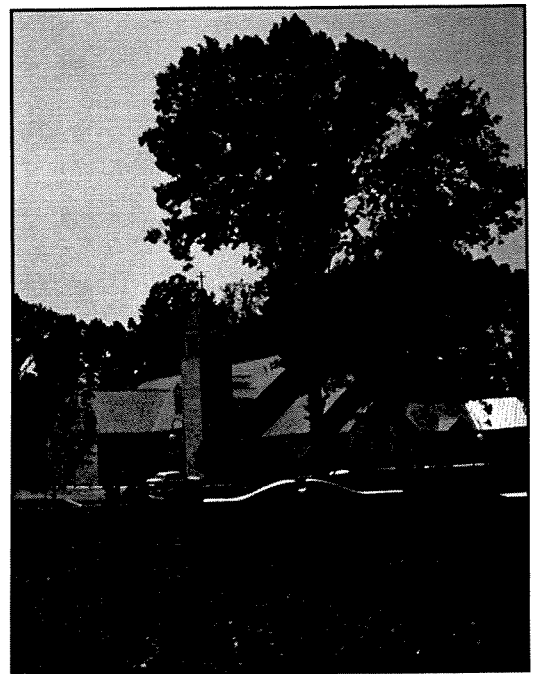
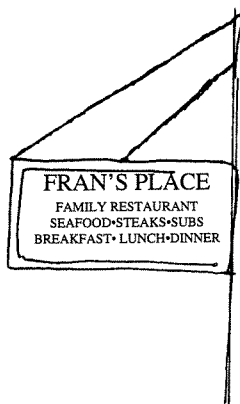
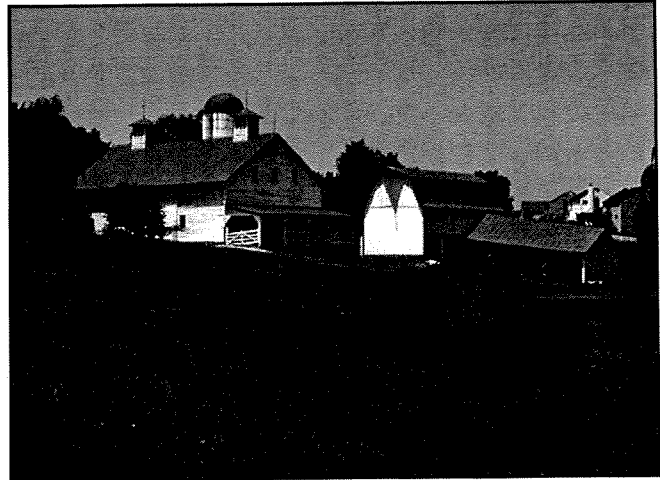
Prior to annexing any land, the Town must complete a number of items including a Capital Improvement Plan, and a Facilities Standards Manual. The Town must also agree to limit its extraterritorial subdivision control to the UGA, and establish a method for financing improvements to the Town's sewer and water system.

6. Land Development Review Within the UGA

The Town will have the authority to grant rezonings within the UGA if the Town has annexed the property prior to rezoning approval. If the rezoning application is filed with the County prior to annexation of the property, the Town will review and submit comments on the proposal. Any rezoning proposals filed with the County will require a commitment from the Town to extend sewer and water services.

7. Distribution of Proffers

The agreement specifies how proffers on rezonings in the UGA that were approved prior to approval of the Joint Annexation Agreement will be divided. This distribution of proffers only applies to the Autumn Hill project.



The Purcellville area offers the best of town and county living.